

CHAPTER III



LAND USE & ANNEXATION



"THE TROUBLE WITH LAND IS THEY'RE NOT MAKING IT ANYMORE."

Will Rogers - American Humorist, 1879-1935

Land use and intensity are the two basic elements of most planning and zoning programs in America. The Taylorsville General Plan Land Use Chapter seeks to provide a balance of uses and intensities that improve the quality of life of residents and maximizes economic prosperity and opportunity within the community.

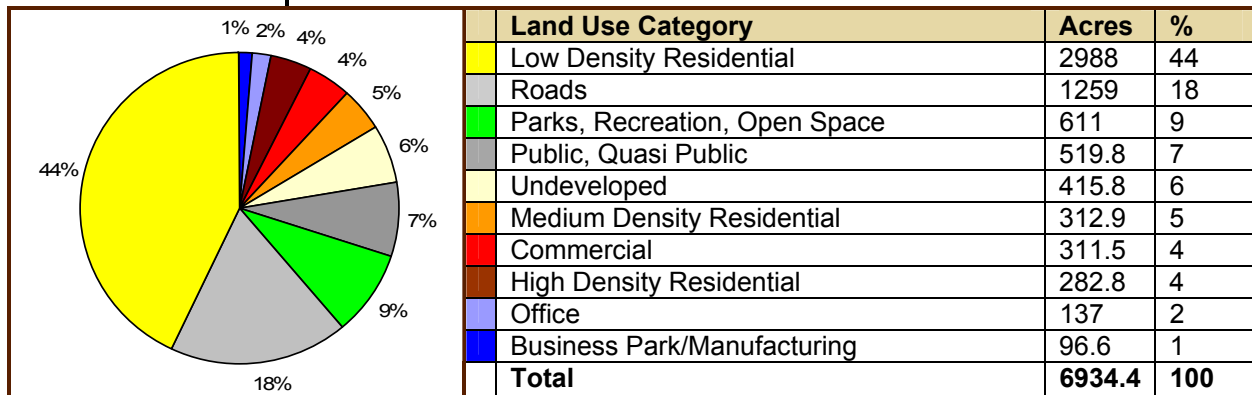
Introduction

The *Land Use Chapter* identifies the goals, objectives and associated implementation policies that will work with goals and objectives of the other General Plan chapters to direct new development and redevelopment within the City of Taylorsville. The land use goals and accompanying Proposed Land Use Map (Map 3.1.1) identify the desired land use pattern for the community by providing general guidance for the location and intensity of residential, commercial, office, and other land uses.

Some areas of the City are potentially subject to further planning review to provide more specific land use goals and actions than can be provided at the General Plan level. These areas are designated on Map 3.3.1 (Potential Small Area Planning Districts). These sub-areas may be considered in greater detail and depth based on their location, evolving land uses, proximity to existing or proposed infrastructure systems, or other influences. The Taylorsville City land use goals will be implemented in these areas with the adoption of Small Area Plans that remain consistent with the broad land use goals established by this Plan. Further discussion concerning the recommended areas for additional study is presented later in this Chapter.

Existing Land Use Patterns

From its beginnings as an agricultural settlement in the mid-1800s, Taylorsville has grown to be a vibrant, urbanized community with a current population of over 60,000 residents. Taylorsville's land uses have changed accordingly over the years. Taylorsville City is approximately 6934 acres (10.8 square miles) in area and contains a variety of land uses. Graph 3.0.1, which identifies the existing land use distribution in the City of Taylorsville, indicates that nearly half (44%) of all land in Taylorsville is used for low density residential and 18% of the city is used for roadways. Most of the remaining 38% is used for parks and open spaces (9%), medium and high density residential (9%) and various commercial purposes (7%). Only 6% or 415 acres is vacant undeveloped property.



Graph 3.0.1
Land Use
Distribution in
the City of
Taylorsville

Land Use Mission Statement:

Taylorsville City will maintain a diversity of land uses while recognizing the environmental, historic, cultural, economic and infrastructure needs of the community.

Land Use and Annexation Goals:

- 3.1 Achieve efficient use of land and public infrastructure and promote economic sustainability through the use of a coordinated and deliberate land use strategy.
- 3.2 Coordinate land use implementation tools with the intent and spirit of the Taylorsville General Plan.
- 3.3 Provide an appropriate level of future planning to areas of the community that warrant a greater level of analysis.
- 3.4 Be prepared to address and assess possible benefits and liabilities of future annexation petitions to the City of Taylorsville.



3.1 Proposed Land Use Plan

Goal 3-1: Achieve efficient use of land and public infrastructure and promote economic sustainability through the use of a coordinated and deliberate land use strategy.

The proposed land use plan as illustrated in the *Proposed Land Use Map* (Map 3.1.1) sets the foundation for all land uses within the City of Taylorsville. The land use plan identifies general land use classifications (commercial, residential, etc.) and in some cases the intensity within the classification (i.e. regional commercial, neighborhood commercial). Each land use classification on the proposed land Use Map corresponds with compatible classifications on the official Taylorsville Zoning Map (see Illustration 3.1.1).

Proposed Land Use Map

The *Proposed Land Use Map* illustrates preferred land uses in specific areas of the City. Generally the map mirrors current land uses in those areas where the

present use is deemed desirable and appropriate. Vacant areas, areas with inappropriate current uses, and areas likely to transition to other uses carry different designations on the *Proposed Land Use Map* than their present use. The *Proposed Land Use Map* contains the following designations:

Proposed Land Use Classification	Applicable Zoning Classification
NC (Neighborhood Commercial)	C-1
CC (Community Commercial)	C-2
RC (Regional Commercial)	C-3
PO (Professional Office)	PO
BP (Business Park)	M-1 (BP[new]?)
ER (Estate Residential)	A-2; A-5; R-1-21; R-1-43
LDR (Low Density Residential)	A-1; R-1-6; R-1-7; R-1-8; R-1-10
MDR (Medium Density Residential)	R-1-5; R-2-6.5; R-2-8; R-4-8.5
HDR (High Density Residential)	RM
PCD (Planned Community Development)	Varies*
LDMU (Low Density Mixed Use)	MD-1
HDMU (High Density Mixed Use)	MD-3
POS (Parks and Open Space)	POS (new)
I (Institutional)	Varies*
U (Utility)	Varies*
* Not associated with a specific zoning designation	

Commercial/Office/Business Park Categories

Commercial, Office, and Business Park land use categories identify areas of the City reserved for shopping and employment centers. Generally the intensity of these designations is dictated on it's proximity to infrastructure (roads, etc.) and adjacent residential or other sensitive areas. Commercial, Office, and Business Park categories are divided into the following sub-categories:

Neighborhood Commercial.

The *Neighborhood Commercial* (NC) classification recognizes areas appropriate for low intensity commercial uses that provide convenient shopping opportunities such as dry cleaners, grocery stores, coffee shops, barber shops,

Illustration 3.1.1
Land Use Map –
Zoning Map
correlation table

offices, and similar types of uses for surrounding neighborhoods. Such developments are low intensity in nature and usually serve an area of approximately 1 to 1½ mile in radius.

Community Commercial.

The *Community Commercial* (CC) classification includes uses intended to serve the needs of the community at large. Automobile service, retail, office, restaurant and similar types of uses are allowed under this designation. Generally, such developments will serve an area of approximately 2 to 5 miles in radius.

Regional Commercial.

The *Regional Commercial* (RC) designation is for those areas that contain large shopping centers of regional significance, such as the Mid-Valley Family Center located on Redwood Road. Properties that carry an RC classification commonly provide a wider array of services such as major department stores, specialty shops, professional offices, and hotels and motels. Generally, RC districts serve an area within a 5 to 15 mile radius, which usually extends beyond the boundaries of Taylorsville. RC districts are usually located adjacent or near intersections of major transportation corridors.

Professional Office.

Professional Office (PO) is a commercial classification focusing primarily on professional office uses such as legal, financial, insurance, real estate, marketing, medical and other healthcare-related fields.

Business Park.

The *Business Park* (BP) designation differs from PO in that traditional industrial uses are permitted, often in “hybrid” space for companies and organizations that do not fall neatly into one category of use. Uses may include headquarters management; research laboratories; prototype development, assembly, and fabrication; light-manufacturing and assembly space; and warehouse distribution facilities.

Residential Categories

Residential districts within the City provide areas for people to live as well as provide for complementary and/or compatible neighborhood oriented uses such as churches and home occupation businesses. Residential land use categories are divided into the following sub-categories:

Agricultural / Estate Residential.

Agricultural/Estate Residential (ER) is a very low density classification that allows residential and/or limited animal and agricultural uses on properties 1/3 acre or more.

Low Density Residential.

Low Density Residential (LDR) districts are residential areas that contain less than 6 dwelling units per acre (excluding ER districts). Properties that are



assigned the LDR classification are generally (but not necessarily limited to) neighborhoods consisting of single family dwellings.

Medium Density Residential.

Medium Density Residential (MDR) districts are residential areas that contain between 6 and 12 dwellings per acre. Land assigned the MDR classification typically contains townhouse and condominium type developments as well as higher density single family dwelling neighborhoods (i.e. R-1-5 zoning districts).

High Density Residential.

The *High Density Residential* (HDR) classification applies to residential areas allowing over 12 dwelling units per acre. Typical developments in the HDR designation are apartment complexes, condominium complexes, and other high intensity residential projects.

Planned Community Development.

The *Planned Community Development* (PCD) designation generally applies to larger undeveloped residential tracts. The objective of the PCD classification is to master plan these larger undeveloped parcels as planned communities that can include a mix of development types (potentially including limited commercial activities). As part of these developments, the Plan recommends that the developer be required to provide parks, trails and/or other open space features. This is best accomplished with a planned unit development process that allows clustering so that open space can be preserved. These developments should have a low to medium density residential component, the majority of which is single family detached housing. As a general rule, the gross density should be equivalent to an R-1-8 subdivision (3.2 to 3.5 units per acre). However in cases where neighborhood development proposals are of special design merit, gross densities can be approved for up to 9 units per acre.

Mixed Use

Mixed use zones can contain a mix of land uses, such as residential, commercial and office within the same area. Land uses in mixed use zones may be varied either vertically (i.e. mix of uses in one building such as an apartment over a retail establishment) or horizontally (i.e. single use buildings with different uses placed next to each other).

Low Density Mixed Use.

The *Low Density Mixed Use* (LDMU) classification allows a residential density of up to 12 units per acre in a mixed use setting.

High Density Mixed Use.

The *High Density Mixed Use* (HDMU) classification allows a residential density of 12 dwelling units per acre or more in a mixed use setting.

Parks/Open Space

Parks and Open Space.

The Parks and Open Space (POS) category is for recreation areas dedicated to improved public parks such as Taylorsville Park and Millrace Park. Properties

within the POS classification may contain uses (or proposed uses) ranging from simple undeveloped, natural open space to formal facilities such as a softball complex or swimming pool.

Public / Quasi-Public Categories

Institutional

The *Institutional* (I) category indicates areas designated for institutional public facilities such as a court house, public schools, hospitals, and cemeteries. (Note that private schools have not been included in this designation)

Utility

The *Utility* (U) designation includes those areas of the City designated for public utilities such as power corridors, electrical sub-stations, etc.

Amending the Proposed Land Use Map

The Taylorsville City Proposed Land Use Map and accompanying land use goals, objectives, action statements, and best practice policy statements should direct future development and redevelopment decision-making and also strengthen, compliment and reinforce other elements of the General Plan. From time to time, however, it may be appropriate to amend the Proposed Land Use Map based on changing technologies, market demands, or other unforeseen circumstances. All amendments to the Proposed Land Use Map should be required to consider and not be in conflict with the following principles:

- Promote economic sustainability
- Promote efficient use of land and public infrastructure
- Provide community amenities and benefits
- Protect environmentally sensitive lands
- Support alternate modes of transportation including pedestrian
- Create safe attractive neighborhoods and protect residential quality of life
- Minimize non-compatible adjacent land uses

Land Use Objective 3.1.1: Provide a diversity of land uses to meet the needs of the residents of Taylorsville.

Action Statements:

AS-3.1.1 (a): Amend the Future Land Use Map (Map 3.1.1), as necessary, to ensure a diversity of residential and non-residential land uses

AS-3.1.1 (b): Adopt and regularly update capital improvement plans to ensure infrastructure and services necessary to support a variety of future land uses.

AS-3.1.1 (c): Periodically survey the residents of Taylorsville to assess what kind of uses are needed, desirable or supportable in the community.



Best Practice Policies:

P-3.1.1 (a): Establish a policy that requires submittal of conceptual development plan for applications for amendments to the Proposed Land Use Map (if applicable).

3.2 Zoning Map and Ordinance

Goal 3-2: Coordinate land use implementation tools with the intent and spirit of the Taylorsville General Plan

The primary implementation tools of the Land Use chapter will be the zoning ordinance and zoning map. The zoning map contains land use and intensity classifications for every property within the City. The zoning ordinance establishes rules and regulations for each individual zoning classification as well as the City as a whole.

It is important that all land use ordinances, standards, and development requirements of Taylorsville City address the goals and general spirit of the General Plan. A review of the existing zoning ordinance provisions and requirements reveals that the current zoning, site planning, and subdivision requirements are not sufficient to achieve the goals of this Plan. Further it is felt that the ordinance, in its current state, is overly complicated and contains too many and seemingly redundant land classifications.

In addition, some existing zones, such as C-1, C-3, OP, and the MD zones currently aren't utilized to their highest potential. By amending these classifications it is felt that the City could improve its overall economic development strategy as well as provide a greater level of protection to neighborhoods within the City by providing more appropriate adjacent land uses.

Land Use Objective 3.2.1: Ensure that all General Plan implementation tools (including the zoning ordinance, subdivision ordinance, site planning and other land use and development ordinances and standards) meet the needs of the City and promote quality of life, economic stability, and other goals of the Taylorsville General Plan.

Action Statements:

AS-3.2.1 (a): Create a unified development ordinance that combines the zoning ordinance, subdivision ordinance, and highways ordinance into one comprehensive and consistent development chapter. Amend the ordinance, as necessary, to ensure it is clear, unambiguous, efficient, and user-friendly.

- AS-3.2.1 (b): Evaluate the needs and benefits of updating the mixed use zoning districts.
- AS-3.2.1 (c): Amend the existing C-3 commercial district to provide increased variety and intensity of uses.
- AS-3.2.1 (d): Update the professional office zone to provide greater flexibility.
- AS-3.2.1 (e): Evolve the existing M-1 zone into a Business Park zone.
- AS-3.2.1 (f): Update the R-M zone to allow for existing densities of previously constructed residential projects.
- AS-3.2.1 (g): Eliminate inconsistencies and contradictions within the code and create a unified and just appeal process for all development applications.
- AS-3.2.1 (h): Amend and simplify the zoning map to more accurately represent current and desired land uses.

3.3 Small Area Plans

Goal 3-3: Provide an appropriate level of future planning to areas of the community that warrant a greater level of analysis.

It is the intent of the Taylorsville General Plan to address community needs in broad and general terms. There are some sub-areas of the community, however, that warrant closer attention and planning. These areas are identified as “small areas” and the corresponding planning documents for these districts are referred to as “small area plans.”

Existing Small Area Master Plans

Currently two small area plans have been adopted by the City of Taylorsville as addendums to the official general plan of the City, the *4800 South Small Area Master Plan* and the *City Center Small Area Master Plan*.

4800 South Small Area Master Plan

The 4800 South Small Area Master Plan, adopted by the Taylorsville City Council on March 21, 2001 is intended to bring more orderly growth to the general vicinity of 1130 West south of 4800 South. The plan attempts to bring order to future development while maintaining the rural atmosphere that current residents of the district now enjoy.

City Center Small Area Master Plan

The *City Center Small Area Master Plan* was adopted by the Taylorsville City Council on August 6, 2003. The plan provides specific recommendations intended to guide development of the 20 acre *City Center* site located at the northeast corner of 2700 West and 5400 South. City Center is the current location of the Taylorsville City Hall and is planned to facilitate future growth in a mixed use, pedestrian-oriented fashion. It is the intent of the City to



establish the City Center site as a community-gathering place and provide facilities and activities that will enhance the image of the City.

Future Planning Areas

The Taylorsville City Small Area Plans Map (Map 3.3.1) identifies a number of “small areas” to be considered and evaluated in more detail than the format of a general plan will allow. The need for additional study and evaluation is to specifically identify and refine area issues and needs, and provide clear land use policies for future land use, infrastructure, and service decision-making.

All *small area plans* will be considered as additions to, and detailed refinements of, the Taylorsville General Plan. All Small Area Plans must demonstrate they clearly advance the goals of the General Plan and be adopted as official amendments to the Taylorsville City General Plan. Small Area Plans should consider fully the following planning items and criteria in their formulation, review, and eventual adoption. The following items are identified for consideration in formulating all Small Area Plans.

- Influence on community image
- Diversity of land uses provided
- Effect on the attractiveness, safety, and the desirability of the area
- Community and neighborhood stability
- Community enhancement
- Existing land uses and use transitions
- Existing and proposed use compatibility
- Existing and planned infrastructure and service capacities
- Efficiencies in the Use of the Land and Public Infrastructure
- Transportation and circulation connectivity
- Amenities provided
- Economic sustainability
- Support for alternate transportation options
- Protection of environmentally sensitive lands

The Taylorsville General Plan recommends the following areas be considered for future Small Area Plans:

Redwood Road Streetscape

Redwood Road is an arterial road with regional significance, serving not only Taylorsville City but also all areas of western Salt Lake County. As such, Redwood Road plays a central role in creating a sense of place, establishing a community identity, and supporting adjoining commercial and other land uses. To promote and reinforce the desired Taylorsville City community image, a Redwood Road Streetscape Enhancement Plan should be adopted to enhance the attractiveness of the Taylorsville City portion of Redwood Road. The Redwood Road Streetscape plan will consider the transportation needs of adjoining land uses, street lighting, landscaping, required street improvements, mass transit facilities, community image enhancements, signage, property

accesses, off-street parking, and building and site requirements for all properties immediately adjacent to Redwood Road.

South Redwood Road Transition Area

Properties located on the Redwood Road corridor south of Interstate 215 are generally in transition. Currently the area contains a number of properties that have changed from single family residential and agricultural uses to office and other commercial uses. However many older homes still exist and are likely to continue to transition in the coming years. In order to organize the anticipated transition of these properties in terms of traffic management and coordinated urban design it is recommended that a small area plan be considered to facilitate quality growth in this region.

Salt Lake Community College (SLCC) District

During the general plan update process, the General Plan Steering Committee recognized the potential positive benefits if SLCC could be more integrated into the community. Through the small area planning process opportunities to achieve this goal would be identified. In general the GPSC believes that the facilities and amenities of the College can provide a gathering place for the community and be a center of activity. Land surrounding the Campus could provide a pedestrian friendly destination area for a mix of uses, serving not only the SLCC population but also the community as a whole. The SLCC campus and its surroundings should also promote and reinforce community identity and image through land use and design enhancements.

4800 South Historic District

Preserving Taylorsville City's links to its historic and cultural heritage and early development pattern is a priority action. The City must preserve its remaining historic structures and sites to maintain links to the past. Taylorsville City should evaluate and identify all available strategies and techniques that will preserve historic structures. Complimentary uses and structures could be allowed in proximity to the 4800 South Street Historic District that respect the value and amenities this area provides.

Taylorsville Family Center

To compete in the ever-changing retail commercial market place, the Taylorsville Family Center commercial area may need to be redesigned, redeveloped, and reinvigorated. The Taylorsville Family Center commercial site is a significant part of the commercial core of the City. This site must continue to provide retail commercial activities in a convenient, attractive, and functional way. Community design and enhancement features, including convenient accesses, internal circulation, tree plantings, signage, building features, lighting, streetscapes, buffering and screening should be identified to create and strengthen the sense of place and promote long-term commercial vitality and sustainability.

Jordan River Environs

The Jordan River comprises a portion of the City's eastern boundary and often acts as a "gateway" into the City. Any development or redevelopment that occurs in proximity to the Jordan River should be required to recognize the sensitive environmental conditions of the area and site. Special consideration and cooperation must be given to all agencies having jurisdictional authority for the Jordan River and the preservation of remaining open spaces should be a priority. As a minimum condition, any development occurring in proximity to the River must provide necessary open space dedications and possible (council) trail improvements. In areas where property is already developed, provisions should be made to acquire access or conservation easements that will provide public access and/or protection to this extraordinary feature of the community.

Utah Department of Transportation Property

The 120-acre parcel located generally northwest of 3200 West and 6200 South is very important to the City because the property represents the largest vacant area within the City and is strategically located to take advantage of easy access to the Salt Lake International Airport and the regional transportation system. This property should be used to diversify and strengthen the City's economic tax base, emphasize aesthetic quality and community character, and provide an open space opportunity for this area of the City.

4015 West

4015 West, between 4700 South and 5000 South, is characterized by aging single family homes with unusually large privately owned park strips, some of which are in differing levels of blighted condition. Code enforcement and fostering a pride in home ownership is a continual issue for the City in this area. Consequently, the Taylorsville General Plan recommends that the community evaluate and determine a long term solution for this area that will be a positive feature to the community and help stabilize the adjacent neighborhood. Two suggested alternatives include: 1) acquiring the "parkstrip" property and improving it for an urban trail open space that connects Southridge Park in Taylorsville to the [redacted] Park in West Valley City, or 2) rezoning the property to facilitate a high quality medium density residential redevelopment. Under the second scenario, the redevelopment would be constructed in an "urban" town home style model facing 4015 West that would gain access from a new access alley running parallel to 4015 West behind the structures.

insert appropriate illustration

South 1300 West Vicinity

The area west of 1300 West between 6235 South and Winchester Street (6685 South) contains many residential properties with large undeveloped areas toward the rear portions of the lots. It is expected that these vacant areas will experience intense residential development pressures in the upcoming years based on their central location and spectacular views of the Salt Lake Valley and Wasatch Mountains. To date, development has been slow in this area

because of complications involving sewer service. As these complications are resolved it is expected that development applications will be submitted on a periodic basis as individual property owners choose to sell their land for development proposes. Haphazard or unplanned development in this area will surely create an undesirable situation in this vicinity and potentially effect what could otherwise become one of Taylorsville's most desirable addresses. It is recommended that the City develop a small area master plan that takes into consideration a compressive solution to this area that addresses issues such as density, transportation, and other infrastructure issues.

4800 South/Redwood Road District

The community that eventually became the City of Taylorsville largely evolved from the area of 4800 South and Redwood Road. Today many still view this area as the "heart" of the City. Unfortunately many of the surrounding land uses have deteriorated to varying levels of blight and the area no longer presents a positive image for the City. With numerous property owners and very little undeveloped space, redevelopment in this area may be a very expensive and complicated proposition. A detailed redevelopment study will probably be necessary to facilitate significant change in this area.

2200 West/Vista Park Baseball Complex

The existing baseball fields and vacant land around Vista Park present a unique and wonderful opportunity for creating a place in the City that is worthy of the success and history of Taylorsville baseball. A small area plan that takes into consideration the entire complex of fields, existing park space, Taylorsville baseball heritage and spectacular views could be a tremendous amenity for the City of Taylorsville. For additional information concerning Taylorsville baseball, please refer to section 2.6 of the Community Identity Chapter.

Land Use Objective 3.3.1: Develop small area master plans for areas of the City deemed appropriate.

Action Statements:

AS-3.3.1 (a): Seek funding for at least one small area plan study annually.

AS-3.3.1 (b): Prioritize the small area plan list to complete the most pressing and significant areas first.

Best Practice Policies:

P-3.3.1 (a): Require that all small area master plans address all applicable issues referenced on page 3-9.

P-3.3.1 (b): Future small area plans should contain extensive illustrations and photographs to visually communicate plan recommendations.



P-3.3.1 (c): The format for all future small area plans should be consistent and compatible with the Taylorsville General Plan.

3.4 Annexation

Goal 3-4: Be prepared to address and assess possible benefits and liabilities of future annexation petitions to the City of Taylorsville.

The unincorporated community of Kearns is located immediately west of the City of Taylorsville. Historically, Kearns has expressed a desire to remain intact as a community rather than being split up in future annexations into other cities – perhaps even incorporating into a City of their own. The feasibility of incorporation, however, remains a question of debate. Discussions with the Taylorsville General Plan Steering Committee reinforced the belief that the community should remain intact even if the only option for the area residents is to be annexed into a neighboring city. Although many questions exist, the steering committee felt like it is more appropriate for Kearns to be annexed into Taylorsville, rather than the other neighboring communities of West Jordan and West Valley City, largely based on the traditional rivalry and association between the Taylorsville and Kearns communities. Potential benefits to the City of Taylorsville include gaining railroad access, diversifying the City's economic base by gaining industrial areas, retail tax producing commercial development and having an internationally recognized landmark within the City limits (Olympic Speed Skating Oval). Potential liabilities include age and condition of existing infrastructure, crime and code enforcement issues, and cost of other municipal services relative to the existing tax base. Regardless of the net benefits or liabilities of the annexation of Kearns, Taylorsville will only act on an annexation proposal if endorsed or requested by the Kearns community.

Land Use Objective 3.4.1: If the situation presents itself, develop a definitive strategy for evaluating the feasibility of annexing the Kearns vicinity.

Action Statements:

AS-3.4.1 (a): If petitioned by the Kearns community, adopt an annexation evaluation system that identifies the "net" benefits of annexation and require the City staff or their designees to provide an analysis for all annexation applications that identifies the potential benefits and liabilities of the proposed annexation.